

Transition From Prison To Community Initiative

Department of Mental Health

Spring Training Institute

May 28, 2003

DOC Vision

In partnership with all Missourians,
we create safer communities
through a balanced correctional
system of prison and community
based sanctions.

DOC Mission

The mission of the Missouri Department of Corrections with victims, communities, the state and local governments is to improve public safety through humane confinement and effective community interventions. Through our cooperative efforts to provide effective correctional services, we hold offenders accountable for their behavior and prepare them to be productive citizens.

Public Safety Implications

- In Missouri, there are approximately 30,000 offenders incarcerated in 21 correctional facilities
- Offenders come to prison with educational deficits, poor job skills and substance abuse problems that contribute to criminal behavior
- 97% will be released back to the communities

Public Safety Implications

- **During FY02, DOC received 16,578 admissions to prison**
- **31% were parole violators**
- **14,884 offenders released back to their communities across the state**
- **Multiple state and local agencies provide services**
- **Increasing need for DOC, stakeholder organizations and service providers to work collaboratively to reduce recidivism**

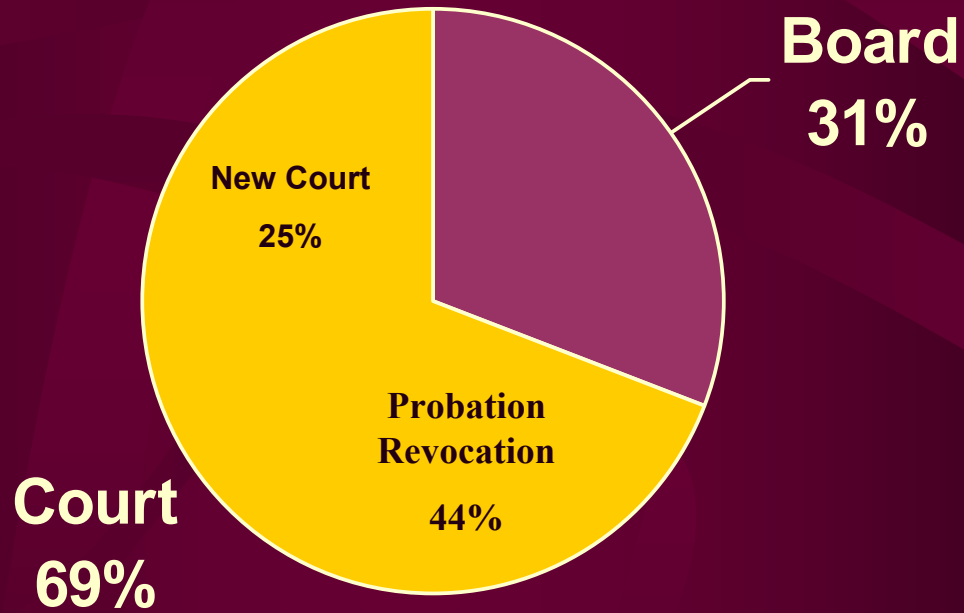
- Returning offenders should
 - *Be productive, law-abiding citizens*
 - *Contribute to their communities*
 - *Be responsible parents*
- How we plan for offender transition is a strategic investment in:
 - *Public safety*
 - *Social/Economic health of families and communities through Missouri*

Fundamental measure of public safety is recidivism (Defined as percentage who return to prison within 2 years of initial release)

	FY92	FY93	FY94	FY95	FY96	FY97	FY98	FY99	FY00
Percent of offenders returned for new Convictions	8.3%	9.0%	8.3%	8.3%	8.5%	8.4%	7.7%	7.3%	6.4%
Percent of Offenders returned for New Convictions or Parole Revocation	25.3%	27.0%	27.6%	28.6%	30.3%	29.4%	26.8%	28.5%	27.1%

R & D Intake FY2002 16,578

Source

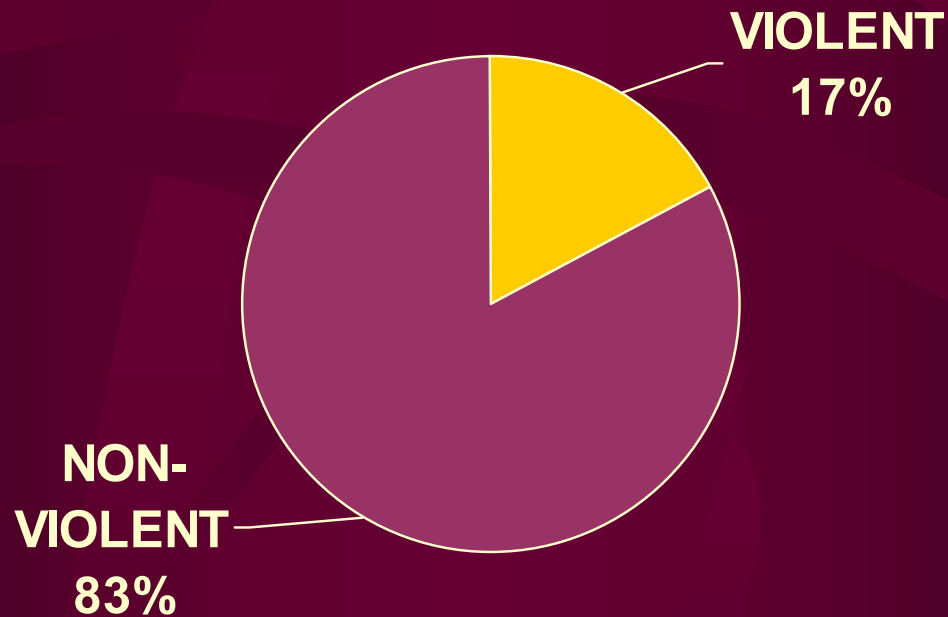


R & D Intake

FY2002

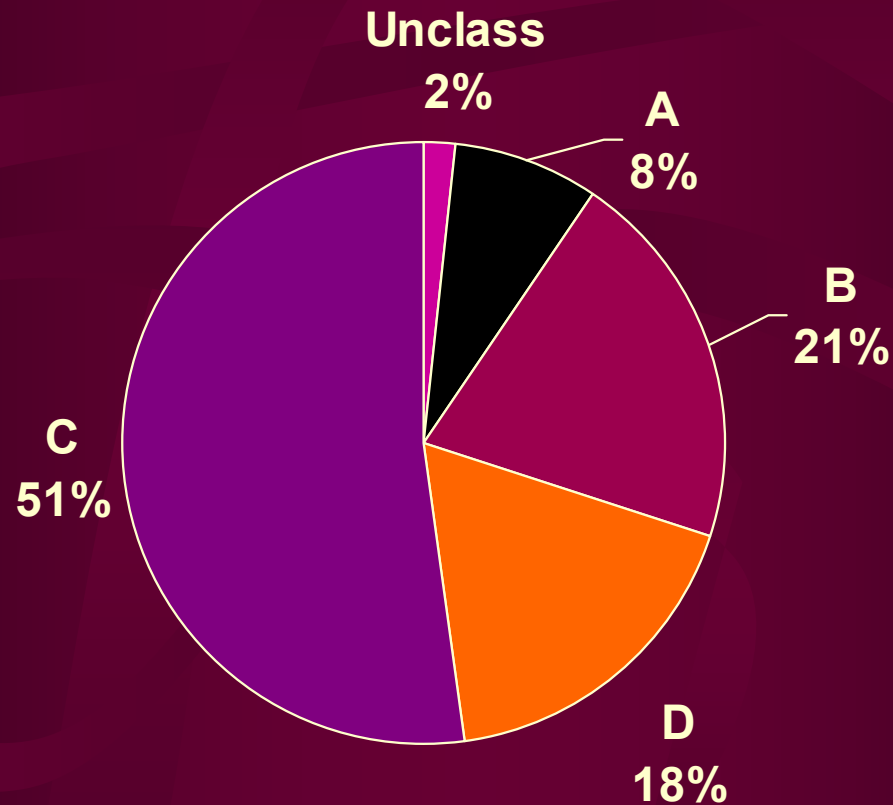
16,578

Violent or Non-Violent Offense



R & D Intake FY2002 16,578

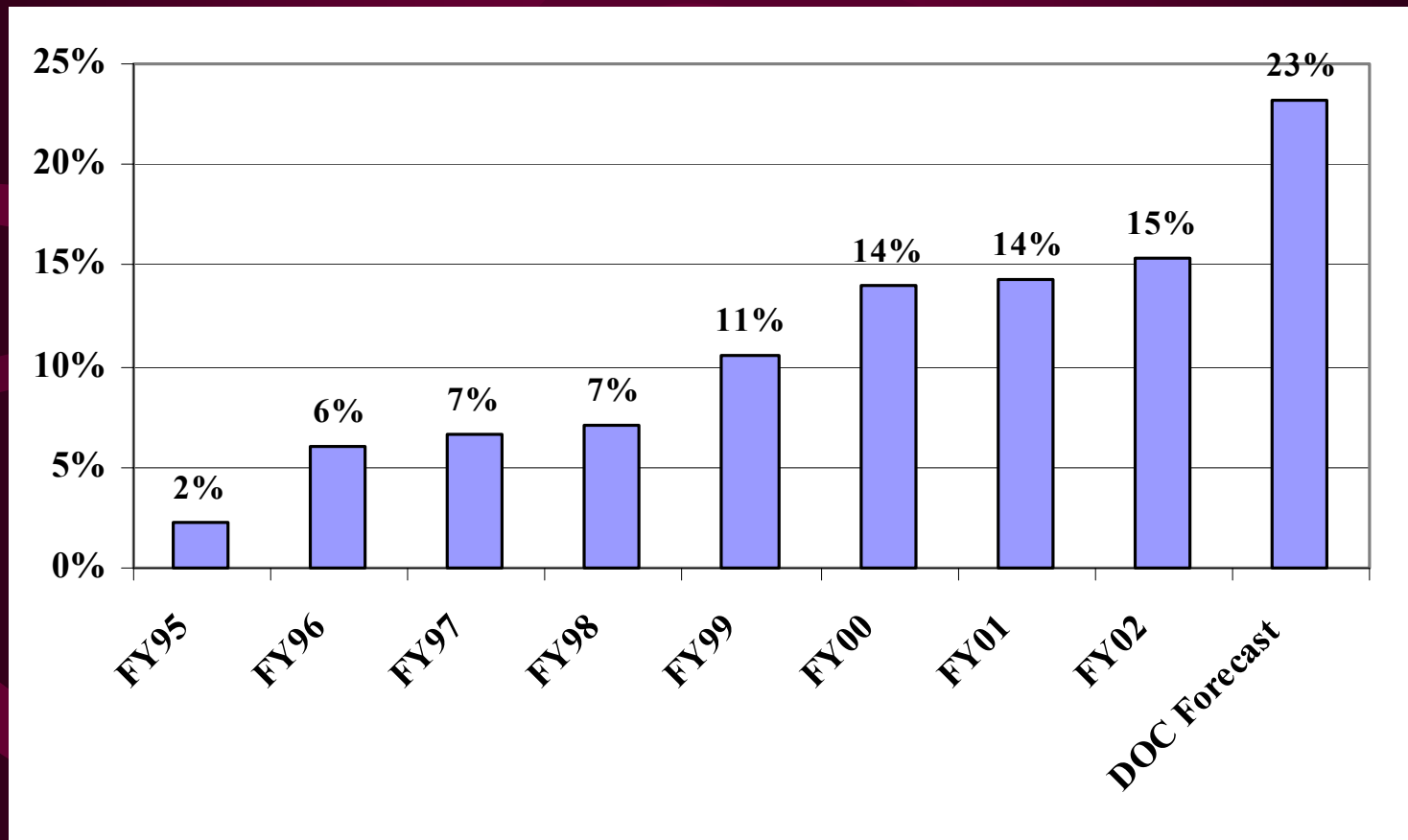
Felony Class



New Admissions With Mandatory Prison Sentences FY95-FY02

	Minimum Mandatory Sentences				No Parole	Total Mandatory	New Admissions	Percent Mandatory
	40%	50%	80%	85%				
FY95	22	4	34	45	60	165	7,538	2%
FY96	66	22	34	263	61	446	7,324	6%
FY97	107	35	28	331	48	549	8,226	7%
FY98	117	55	33	350	48	603	8,447	7%
FY99	285	107	60	379	38	869	8,264	11%
FY00	484	201	109	377	40	1,211	8,633	14%
FY01	482	223	123	364	32	1,224	8,566	14%
FY02	624	251	140	362	26	1,403	9,143	15%
Forecast	1,069	461	202	362	26	2,120	9,143	23%

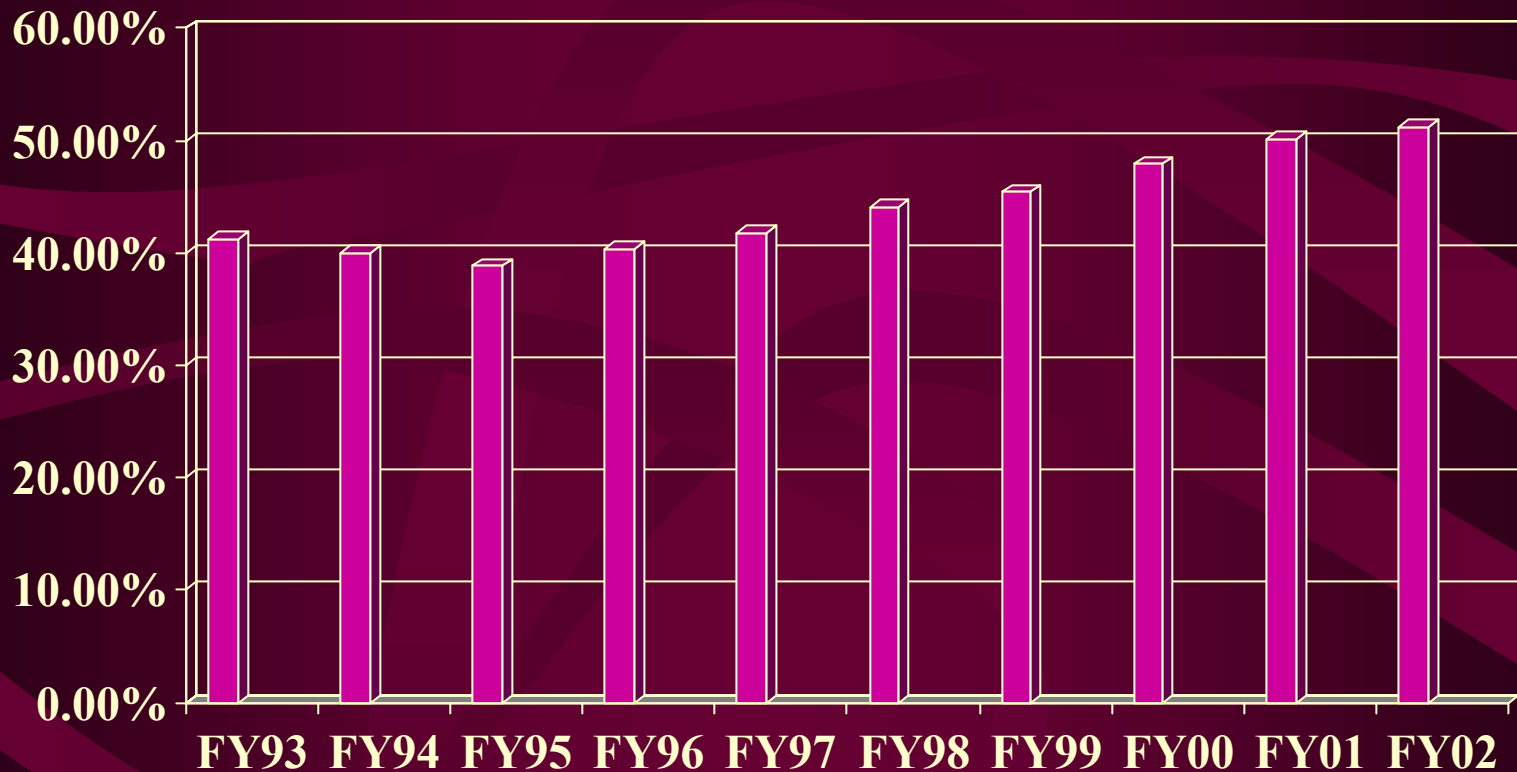
Mandatory Minimum Prison Time Sentences As Percent of New Admissions, FY95-FY02



Time Served to First Release on Parole, Conditional Release or Discharge FY93-FY02

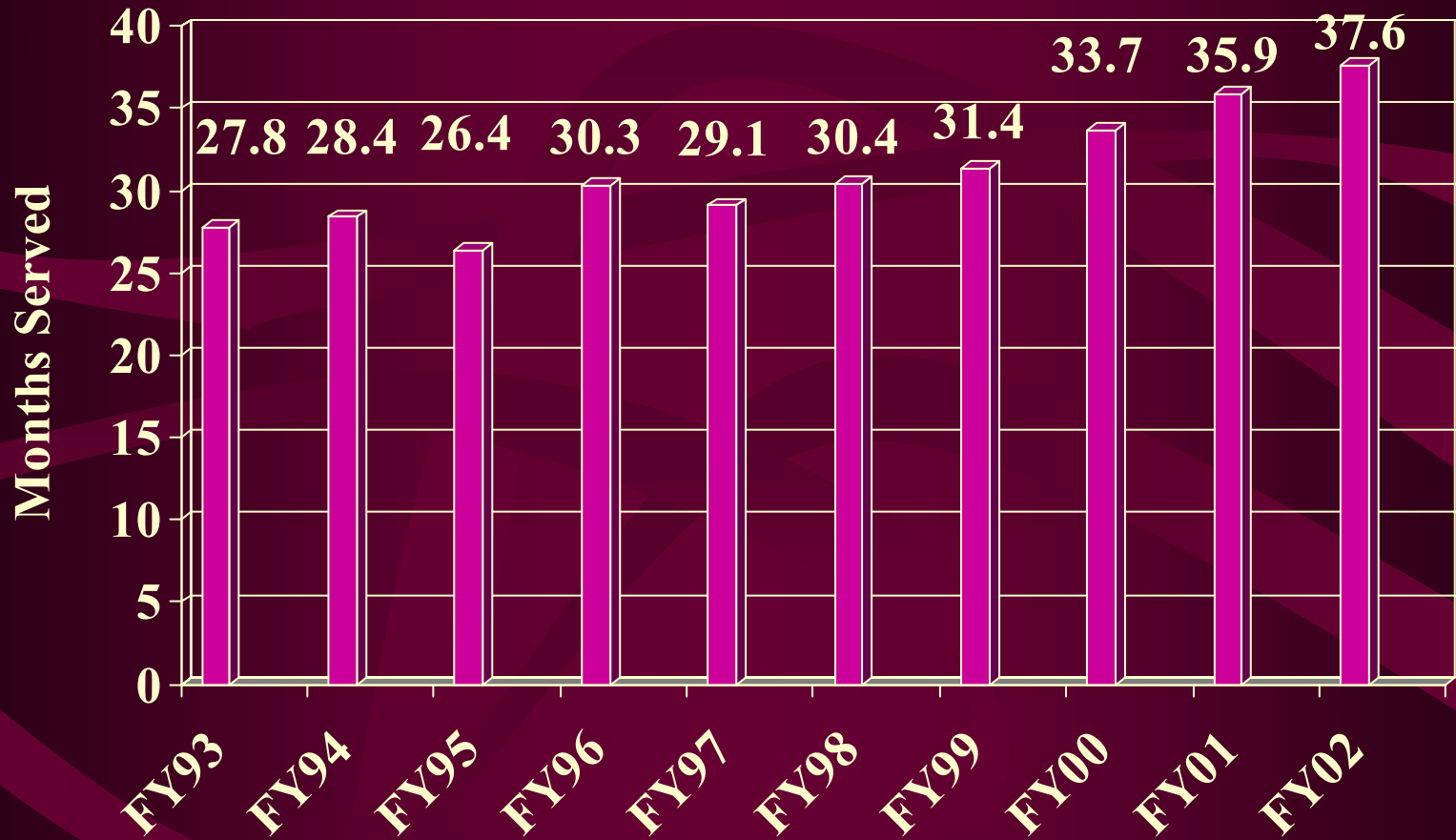
Year	Releases	Agg. Sentence (Months)	Time Served (months)	Time Served as % of Sentence	Percent Released to Parole	Percent Released CR, Adm	Percent Released Discharge
FY1993	3,716	67.5	27.8	41.2 %	88.0 %	11.2 %	0.9 %
FY1994	3,864	71.2	28.4	39.9 %	89.8 %	9.3 %	0.9 %
FY1995	3,080	68.0	26.4	38.8 %	89.4 %	10.2 %	0.4 %
FY1996	3,147	75.2	30.3	40.3 %	89.4 %	9.7 %	0.9 %
FY1997	2,714	69.8	29.1	41.7 %	85.1 %	14.3 %	0.6 %
FY1998	3,077	69.1	30.4	44.0 %	84.9 %	13.8 %	1.3 %
FY1999	3,502	69.2	31.4	45.4 %	83.4 %	13.9 %	2.6 %
FY2000	3,154	70.4	33.7	47.9 %	78.6 %	17.2 %	4.2 %
FY2001	3,475	71.7	35.9	50.1 %	77.7 %	17.3 %	4.9 %
FY2002	3,412	73.4	37.6	51.2 %	76.4 %	16.4 %	7.2 %

Time Served as Percentage of Sentence



Time Served to First Release

FY93-FY02



THE OPPORTUNITY

- In 2002, Missouri was one of two states selected by NIC as a demonstration for TPCI
- TPCI model was developed by Abt Associates and NIC. It provides a strong philosophical and pragmatic framework for “stakeholder agencies” to promote:
 - Common interests
 - Integrate policies and services
 - Improve the overall offender transition process

NIC TPCI Model

- **The Transition process includes:**
 - 1. How convicted offenders spend their time during confinement;**
 - 2. How they are released from prison; and**
 - 3. How they are supervised during their adjustment to life in the community.**
- **Designed to improve offender transition practices**
- **Increase public safety**
- **Reduce recidivism**
- **Reduce new victimization**
- **Make better use of scarce state and local resources**

TPCI Goals

- For released offenders to remain arrest-free over the long haul and to become competent and self-sufficient members of their communities *and for stakeholder organizations to make the best use of available resources.*

TPCI Premises

- 1. Corrections, law enforcement and human service agencies are all stakeholders in the transition process. Stakeholder interests are best served when they articulate and promote common interests, integrate and coordinate policies, and develop mutual ownership of improved transition processes.**

TPCI Premises

- 2. Stakeholders should freely share information relating to transition within and among stakeholders' organizations**
- 3. Transition should be built upon proven reforms and best practices...Do What Works!**
- 4. Transition reforms should be affordable, transferable, and adaptable.**

TPCI Premises

- 5. Basic transition reforms should apply to all imprisoned offenders, including those given discretionary release and those who leave at the end of their prison terms.**
- 6. The allocation of resources for programming, supervision, and services should vary directly with the level of risk that those groups of offenders pose.**

TPCI Elements of Transition

- 1. Assessment and Classification**
- 2. Inmate Behavior and Programming**
- 3. Release Decision Making**
- 4. Supervision and Services**
- 5. Responses to Violation and Achievements Under Supervision**
- 6. Discharge From Parole Supervision**
- 7. Aftercare**

Assessment and Classification

“Systematic” assessment of offenders’ strengths, deficits and risks

- Empirically-based risk instruments
 - Validated
 - Normed for the population
- Use both “static” and “dynamic” risk predictors

Assess and classify early in inmates’ terms of imprisonment

Re-assessment is on-going

Stakeholders use common assessment tools.

Inmate Behavior and Programming

Develop an integrated case plan (TAP) for each inmate

The TAP should Cover each inmate's time in prison, on supervision, and aftercare

Programming should modify inmate's "dynamic" risk factors, those that can be changed:

- **Substance abuse**
- **Lack of Anger Control**
- **Lack of Employment Skills**
- **Lack of Education**

Programming aimed to reduce risk of future recidivism

Release Decision Making

*Tentative release date assigned early
in period of imprisonment*

The tentative release date is a benchmark around which to schedule elements of the case plan, e.g.

- **When an inmate enters a particular program, e.g. drug treatment or vocational training**
- **When an inmate can be reclassified to a lower security level**

Release Preparation

Develop a reentry plan for each offender that:

- Covers the period six to twelve months before and after release
- Focuses on critical reentry issues for each inmate, e.g.
 - ✓ Housing
 - ✓ Employment
 - ✓ Conditions and restrictions
 - ✓ Access to programs, services, supports
- Defines actions and responsibilities of
 - ✓ Corrections, Supervision, Human Services agencies
 - ✓ Offender

Community Supervision and Services

Supervision agency uses risk assessment tools to assign.

- **Supervision levels and strategies**
- **Special conditions of supervision**

Human service agencies coordinate with the supervision agencies to deliver needed programs and support.

Local communities, faith-based groups and victims are involved.

Offenders' positive achievements are recognized and reinforced.

Responses to Violations and Revocation Decision Making

Releasing authority establishes policy governing revocations

- **Based on risk**
- **Based on nature of violation**

Revocation policies incorporate graduated responses to violations

- **As risk increases responses become harsher**
- **As severity of violation increases responses become harsher**

Discharge

Jurisdictions establish policy governing discharge from supervision

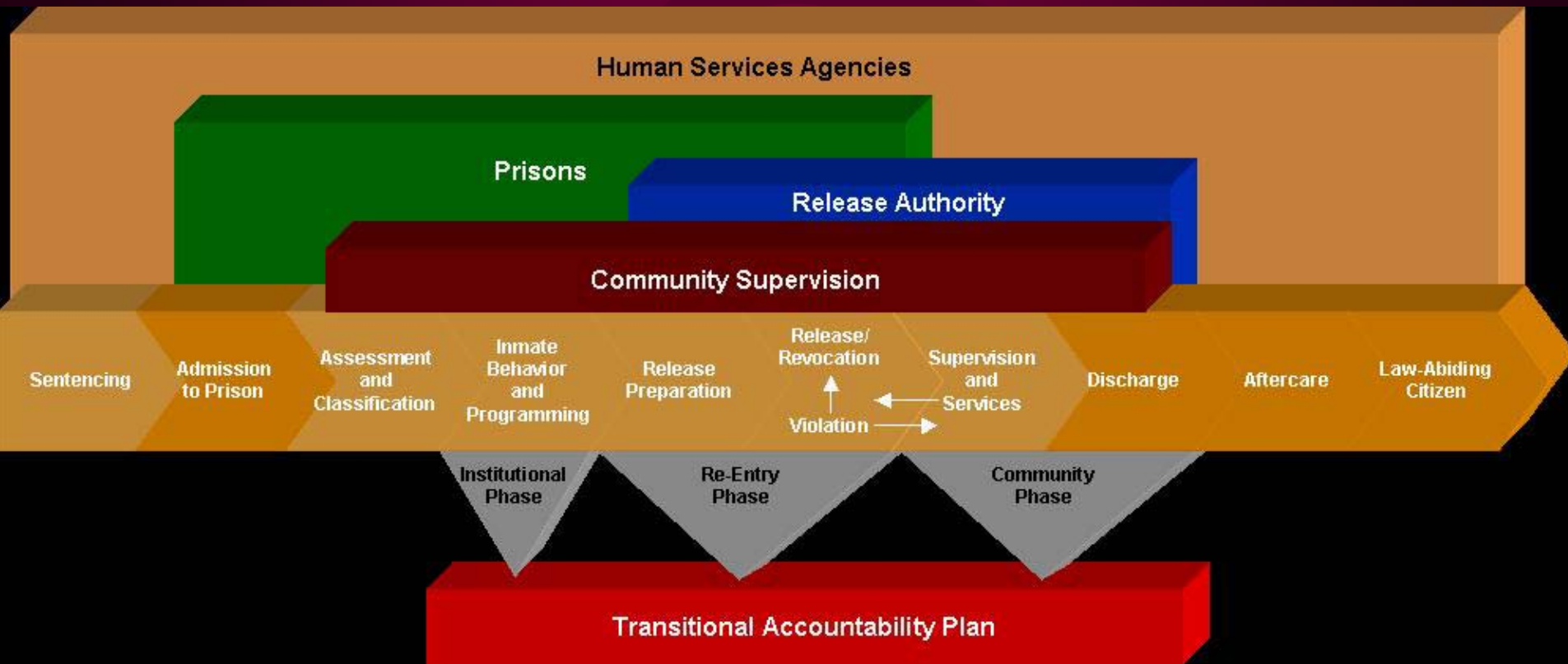
- Offenders should be moved off supervision and into aftercare after a reasonable period of successful adjustment
- Objective risk assessment is important part of the discharge decision
- Gives offenders substantial incentive for compliance and good conduct on supervision

Aftercare

Human service agencies provide needed services to ex-offenders.

Offender transition continues with support from human service organizations, as needed.

Transition Accountability Plan



Transition Accountability Plans (TAP)

The TAP unifies and integrates the elements of transition in a functional way. Every offender should have an integrated case plan.

Achieves continuity across agencies and over time as offenders move through system

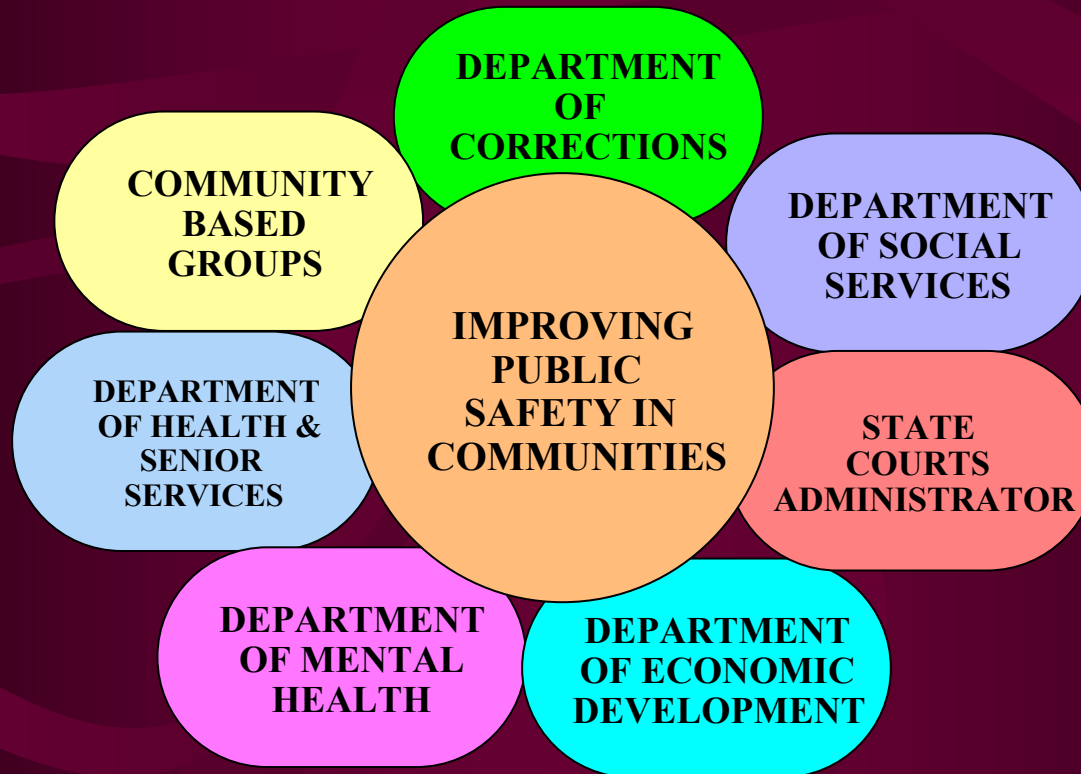
- **Institutional Phase**
- **Release Phase**
- **Community Phase**
- **Discharge and Aftercare Phase**

PLANNING PROCESS ROADMAP

On August 21, 2002 Department Directors and Governor's office staff met to discuss TPCI concept. All agreed to collaborate to improve Missouri's transition practices.

On September 10, 2002 representatives from key transition stakeholder departments met. An inter-departmental TPCI Steering Team was established. The Steering Team developed a planning process roadmap and timeline to guide its efforts.

TRANSITION FROM PRISON TO COMMUNITY INITIATIVE (TPCI)



Information Gathering

A great deal of baseline data has been developed to accurately and more fully understand the factors that contribute to or impede successful transition. Focus groups were conducted with successful offender groups, returned parole violator groups and Probation & Parole Officers.

Preliminary Indicators

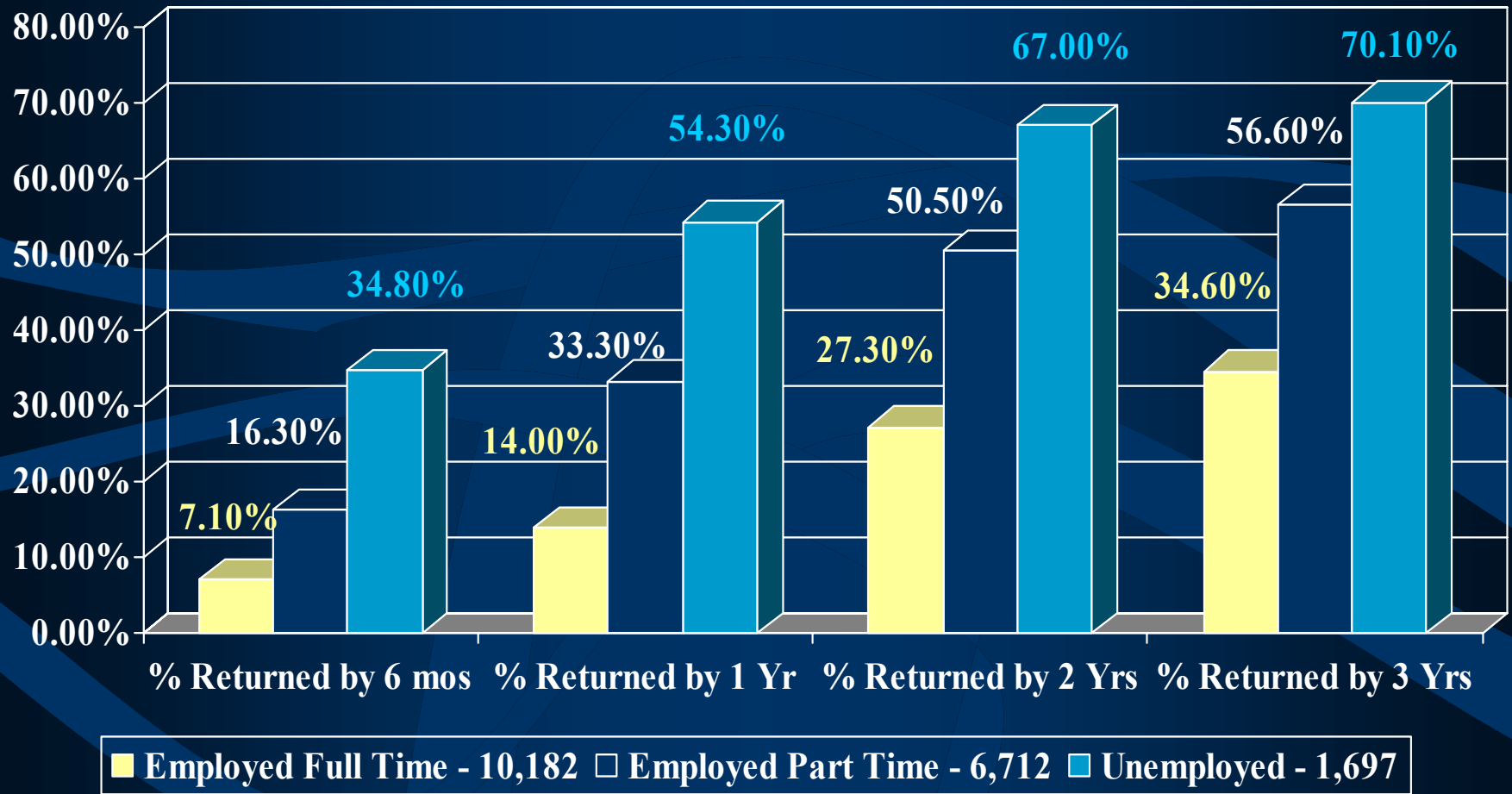
Ranking the Variables That Are Associated With Recidivism After Three Years

Ranking	Classification Score on Release	Correlation (r ²)	Range %	Correlation	Range
1	Employment at First Need Score	0.9987	43.6%	1	1
2	Vocational score on release	0.9740	22.0%	3	4
2	Substance Abuse at First Need Score	0.9586	25.1%	4	3
2	Work score on release	0.9342	28.7%	5	2
3	Mental Health score on release	0.9075	16.8%	6	5
4	Social at First Need Score	0.9944	9.4%	2	9
5	Family at First Need Score	0.8909	12.0%	7	7
6	Finance at First Need Score	0.5940	12.2%	9	6
7	Education Score on Release	0.5981	9.5%	8	8

Employment/Vocational Training

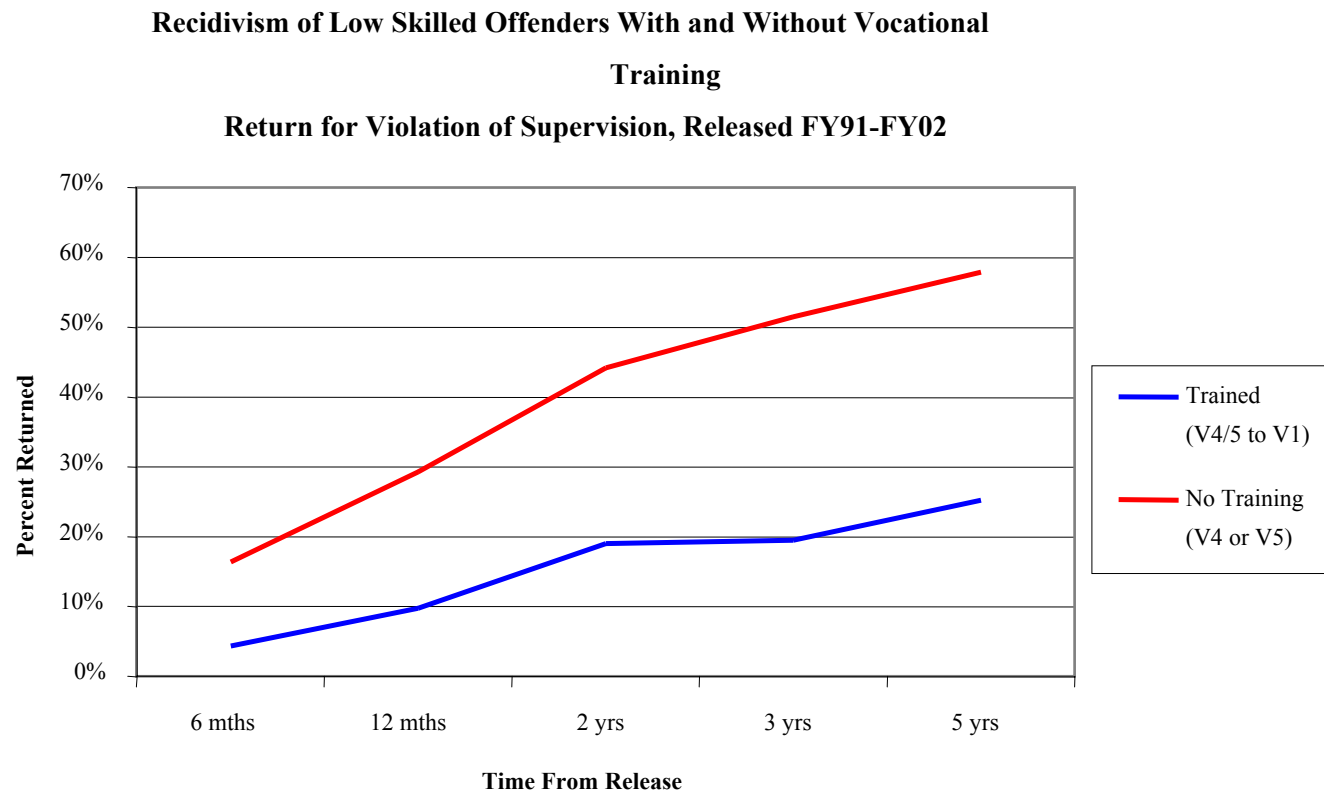
Department of Corrections data shows that offenders who do not find full time employment upon release are more likely to return to prison, than those who do find full time employment.

Recidivism Rate by Maximized Employment Status



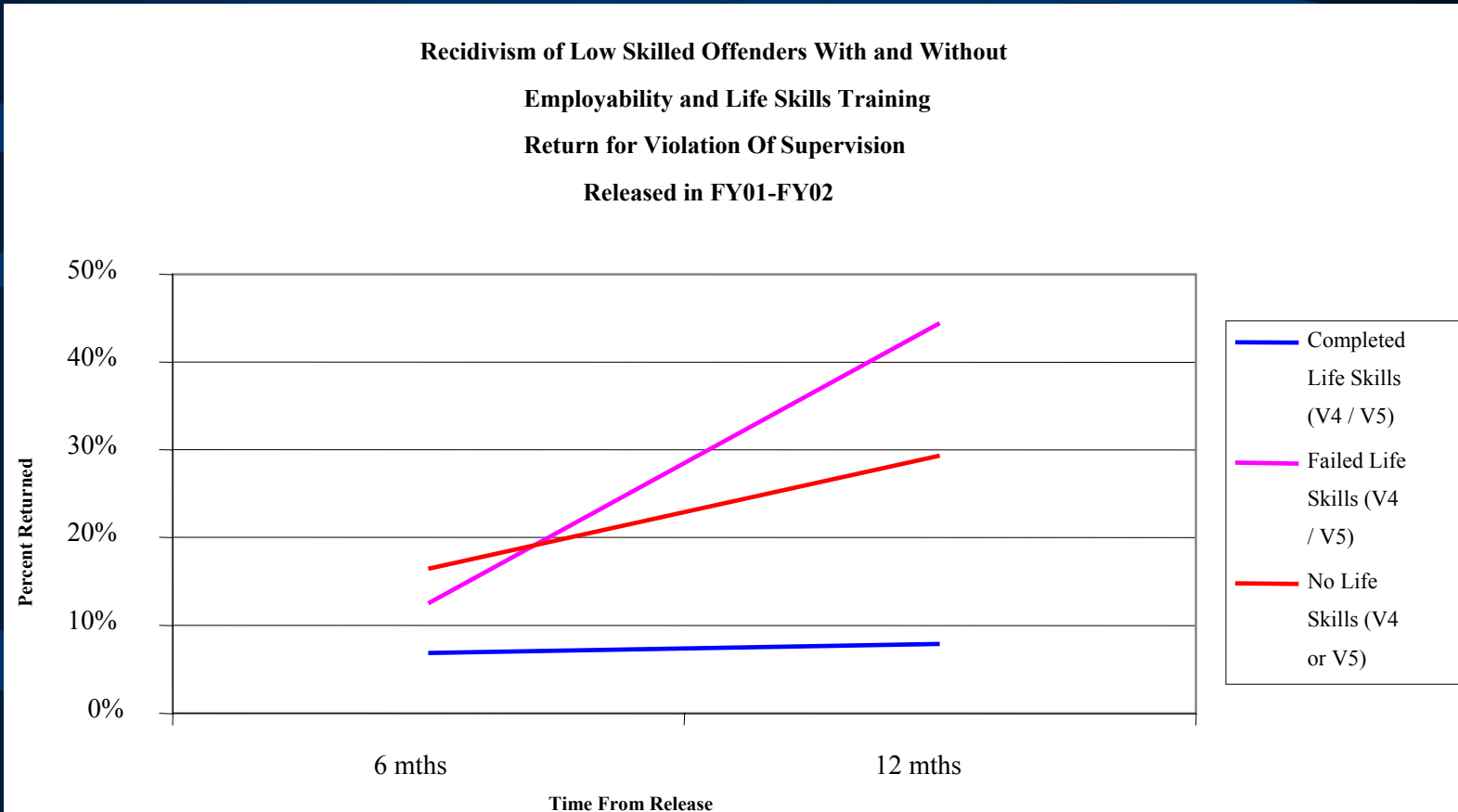
Employment/Vocational Training

Offenders who raise their vocational skill level while in prison through vocational training show a much lower return to prison rate (25%) than those with no vocational skills (58%), after five years from their release.



Employment/Vocational Training

Offenders who completed the department's Employability and Life Skills program show a much lower return rate (8%) in the first year after release than those who failed the program (44%) and those with no life skills training (29%).



Employment/Vocational Training

- There is a complex relationship between crime and employment.
- Having a legitimate job lessens the chances of re-offending following release from prison.
- There is some evidence that involvement in job training and placement programs can lead to employment and lower recidivism.

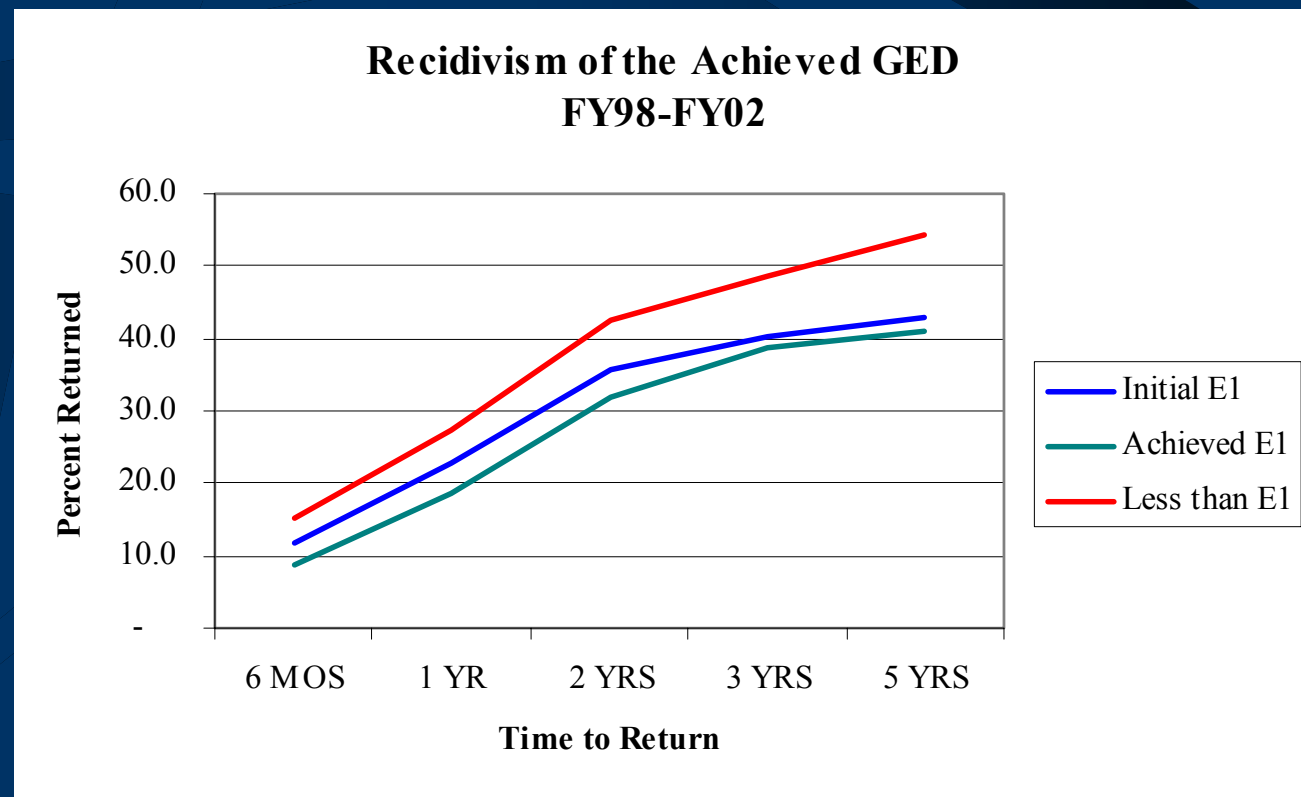
Employment/Career & Technical Education

Focus Group Findings

- Need for additional programming related to employment, voc/tech training evident throughout findings
- Need for bringing employment (and other) contacts for introductory purposes into institutions.
- Additional findings revealed a desire for 'more relevant' skills training that applies to current society.
- These findings are supported heavily by both the Baseline data, as well as other research examining criminogenic needs and re-entry issues.
- Many benefits to employment – many beyond mere financial (idle time, rewarding environment, stake in conformity, pro-social role models, pro-social environment.)

Education

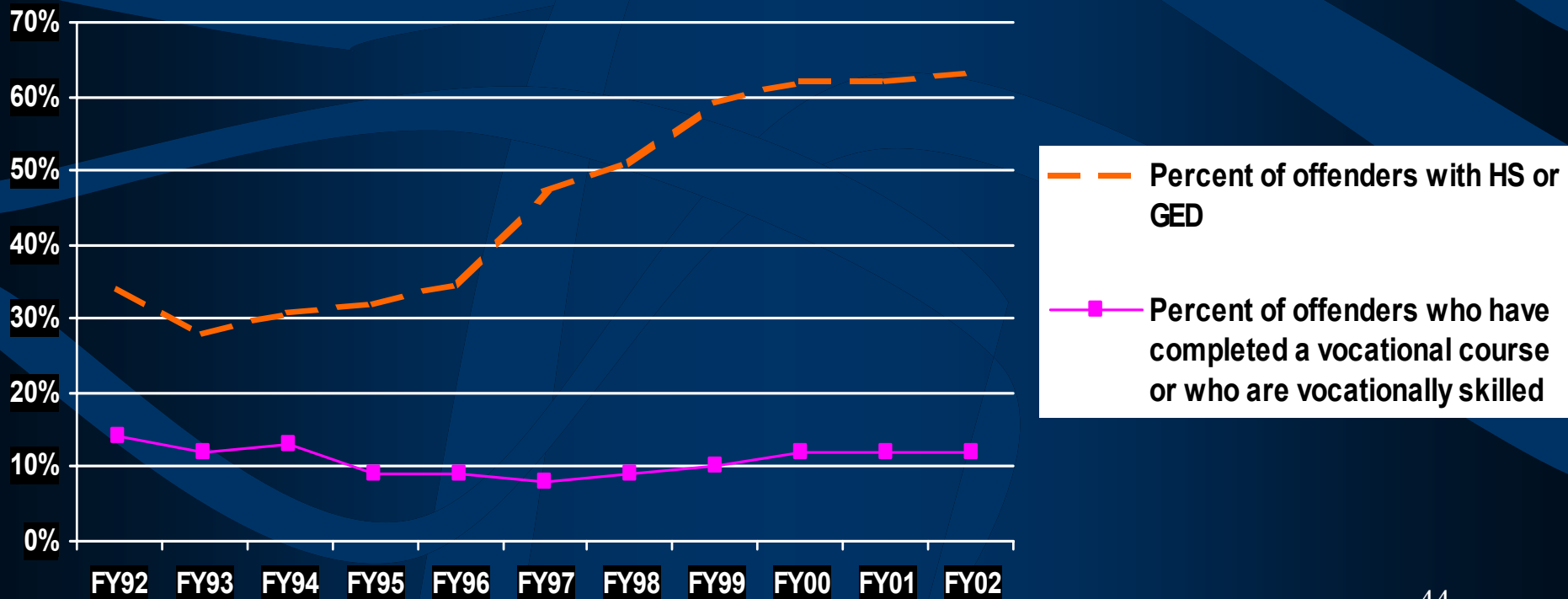
Department of Corrections data clearly show that having a GED or High School Diploma (HSD) contributes to successful transition. Offenders who obtain their GED in prison have a lower 2-year recidivism rate (32%) than those who entered prison with their HSD or GED (42%).



Education

The data shows that the percentage of offenders attaining their GED increased by 32.8% in a ten-year period from 1992-2002.

Preparation for Release Educationally and Vocationally Ready



Education

Focus Group Findings

- Education related to offender success – the more the better
- Education → Employment → Offender success.
- Many benefits to education, similar to employment – many beyond mere financial (idle time, rewarding environment, stake in conformity, pro-social role models, pro-social environment)

Family

Children of Incarcerated Parents ~ One study estimated that children with incarcerated parents may be six times more likely to become incarcerated themselves.¹

To date, there has been little research on the impact of incarceration on the families left behind. However, what we do know is that strong family ties during imprisonment can have a positive impact on both returning offenders and their children. Several studies have shown that continued contact with family members during and following incarceration can reduce recidivism and foster integration into the community.²

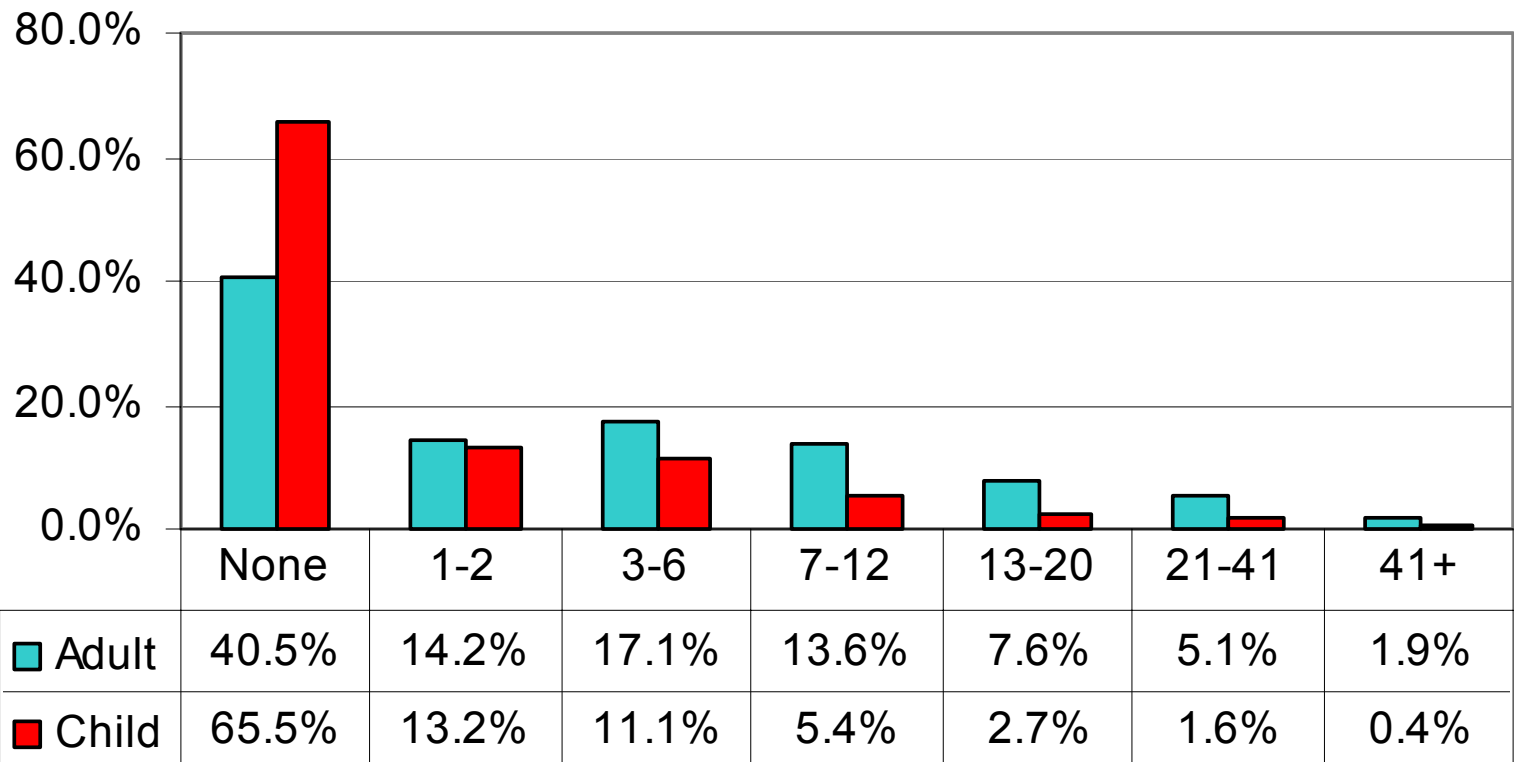
Family

- A study was conducted in California (Explorations in Inmate-Family Relationships) by Norman Holt and Donald Miller where they examined relationships between offenders and their families.
- They found a significant difference in the rate of return to prison for offenders with regular and continuing visits as compared to those who received no or sporadic visits.
- Offenders receiving no visits were six times more likely to return to prison in their first year of parole than those receiving at least three visits.
- 70% of offenders who received three continuing visitors were arrest-free during their first year of release.
- 50% of offenders who received no or sporadic visitors were arrest-free.

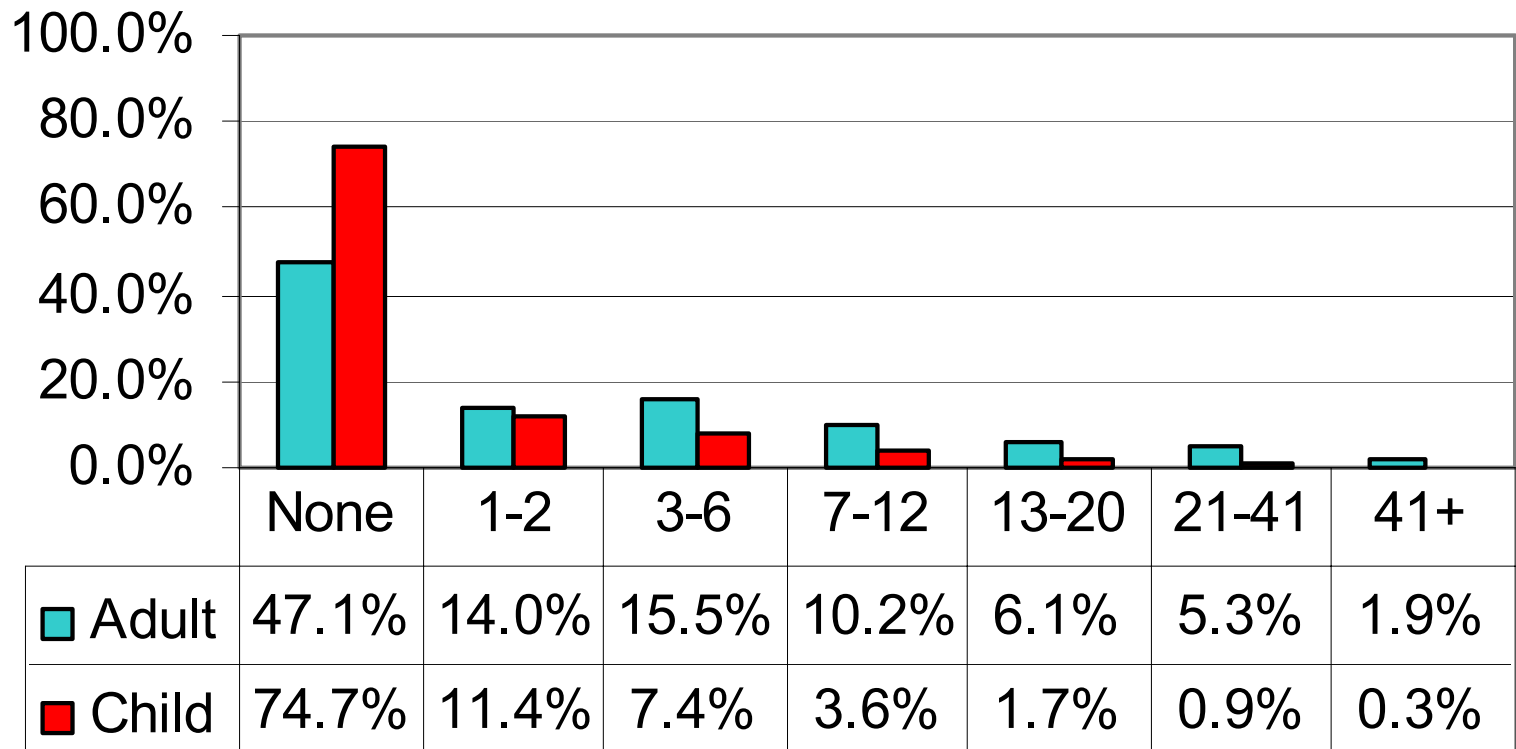
Family

Missouri data reflects that 39.6% of incarcerated women are receiving no visits. For males, 47.1% are receiving no visits. Data also reflects a high percentage of both male and female offenders are not receiving visits from children. (Female 65.5%, Male 74.7%) (Baseline, Volume 4, page 10)

Female Inmates Receiving Visits by Category for FY 2002



Male Inmates Receiving Visits by Category for FY 2002



Family

Focus Group Findings

- Huge, and often neglected criminogenic target.
- Clear relationship between “family” importance (both positive and negative) in the national literature base as well as the focus-group data (e.g. bring family in, educate family, prepare family)
- Family offers – pro-social network; physical and emotional support; various resources.
- Very difficult to target – in or out of the institution.

Mental Health

Mental Illness

The re-incarceration rate is higher for offenders with mental health problems (MH Score 3 or higher)

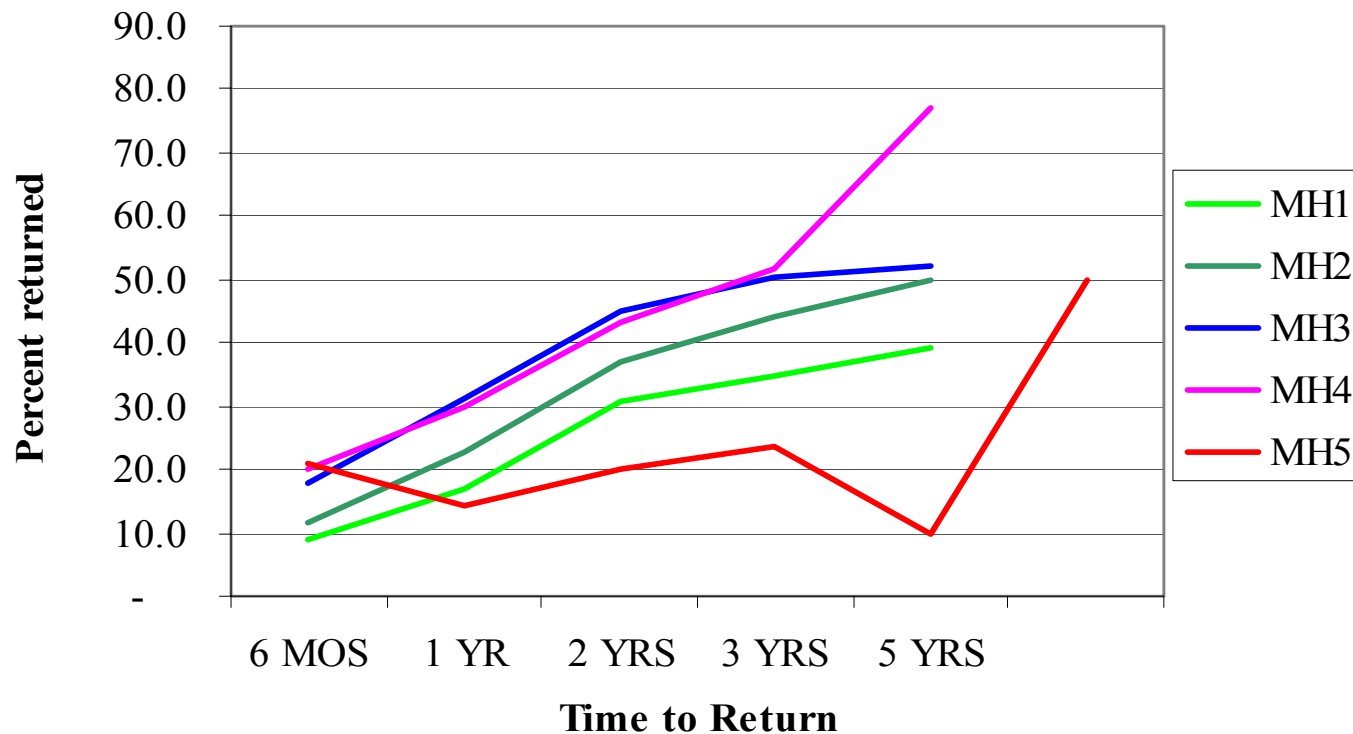
MHCODE	Released	Percent returned by				
		6 Mos	1 Yr	2 Yrs	3 Yrs	5 Yrs
MH1	1,722	8.8	17.00	30.6	34.8	39.3
MH2	14,77	11.6	22.6	37.2	44.2	49.8
MH3	1,404	17.6	31.2	44.9	50.3	52.3
MH4	190	20.1	29.8	43.1	51.6	76.9
MH5	21	14.3	20.0	23.5	10.0	50.0
TOTAL	18,193	11.9	22.9	37.1	43.6	48.8

Mental Health

Mental Illness

The re-incarceration rate is higher for offenders with mental health problems (MH Score 3 or higher)

**Recidivism By MH Code
First Releases FY98-FY02**



Mental Health

Mental Illness

Females as a group have a lower recidivism rate than males, but females with a mental health score of 4 or 5 have a higher recidivism rate than males with the same score.

Mental Health

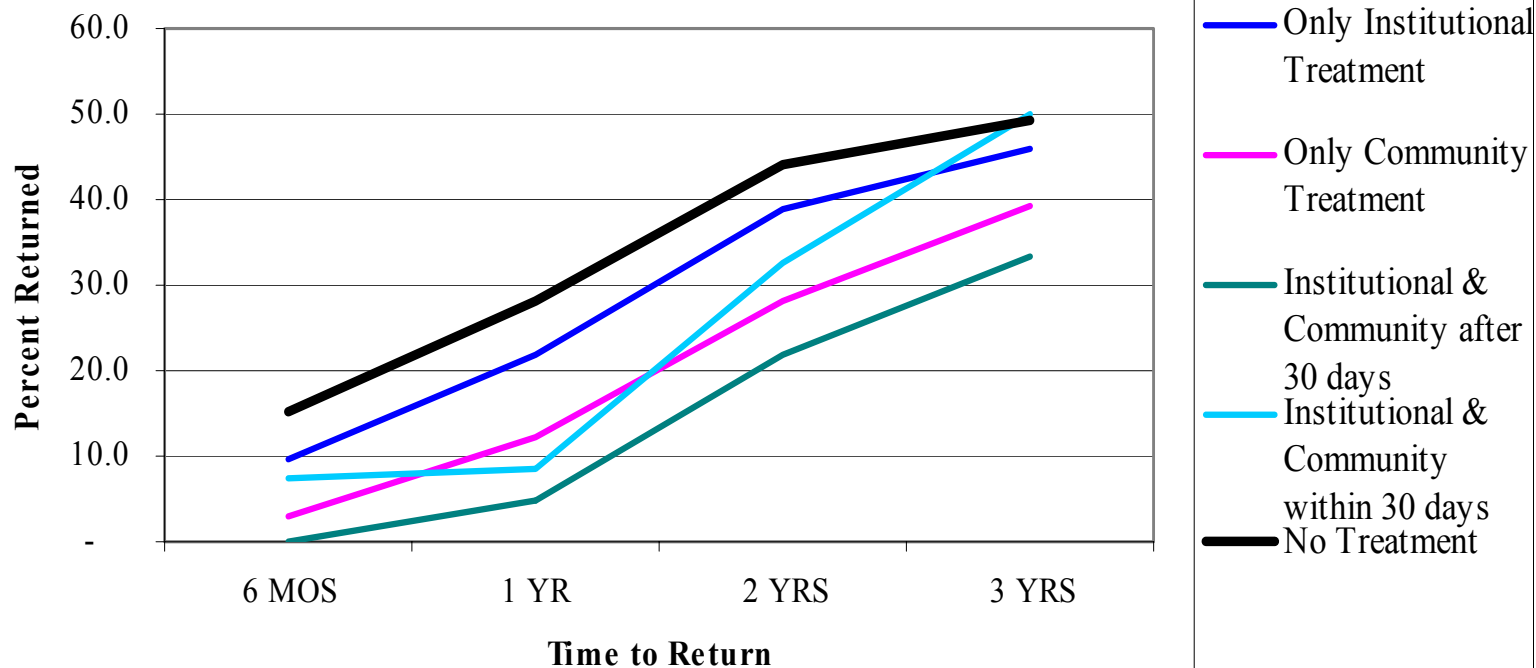
Focus Group Findings

- Cited as major issue by Probation and Parole Officers
 - Access to medication
 - Need for additional psychological assessment
 - Need for training in recognition of signs
 - Access to treatment – counseling & medications
- According to offender focus groups, much more prevalent need within female offender population
- Obtain additional training for line officers regarding the recognition of signs of psychological difficulty, and interpretation of history

Substance Abuse

Missouri's data indicates that a continuity of treatment that starts in the institution and continues in the community seamlessly promotes success.

Recidivism: Any Return by Substance Abusers FY98-FY02
Graduates compared to no treatment



Substance Abuse

For offenders with known substance abuse problems who receive both institutional and community treatment (after 30 days), only 4.7% return to prison within the first year compared with 28.3% who do not receive treatment.

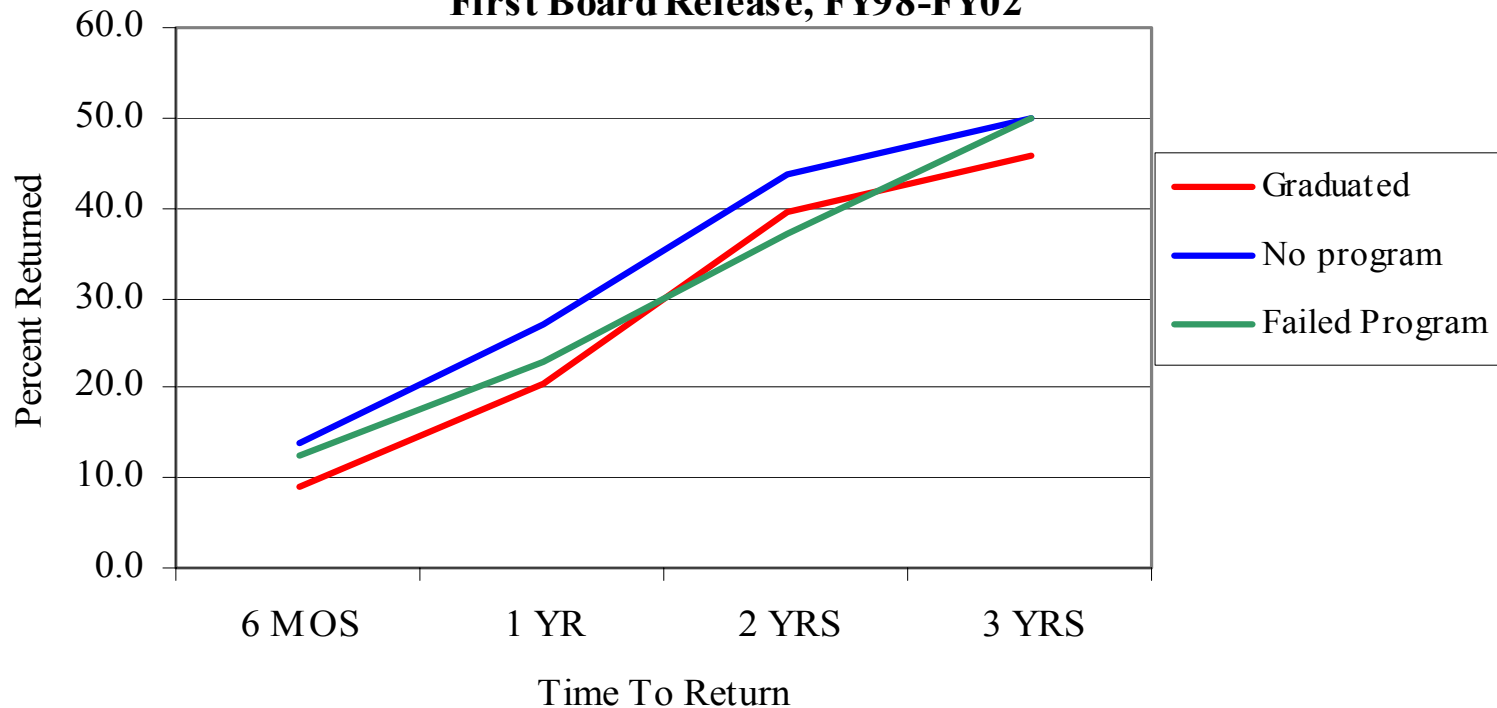
Recidivism by Known Substance Abusers, FY98-FY02

Treatment	Percent returned by			
	6 MOS	1 Yr	2 Yrs	3 Yrs
Only Institutional Treatment				
Only Community Treatment	9.5	21.7	39.0	45.8
Institutional & Community after 30 days	3.1	12.2	28.0	39.4
Institutional & Community within 30 days	-	4.7	21.9	33.3
No Treatment	7.4	8.6	32.4	50.0
	15.2	28.3	44.0	49.2
TOTAL	13.3	26.2	42.6	49.2

Substance Abuse

Institutional treatment has a small but positive impact.

**Recidivism and the Impact of Treatment on
Offenders with a Substance Abuse
First Board Release, FY98-FY02**



Substance Abuse Treatment

DOC Treatment Beds for Substance Abuse:

- 937 – Short-term (120 Day Law)
- 418 – Six Month (Includes 143 OUT [Offenders Under Treatment] beds)
- 1,250 – Long-term (12 months or longer)

2,605 Total Treatment Beds

Substance Abuse

For offenders released from FY98 to FY02, 49.2% of those leaving with a substance abuse problem were returned after 3 years compared with only a 37% return rate for those leaving without a problem.

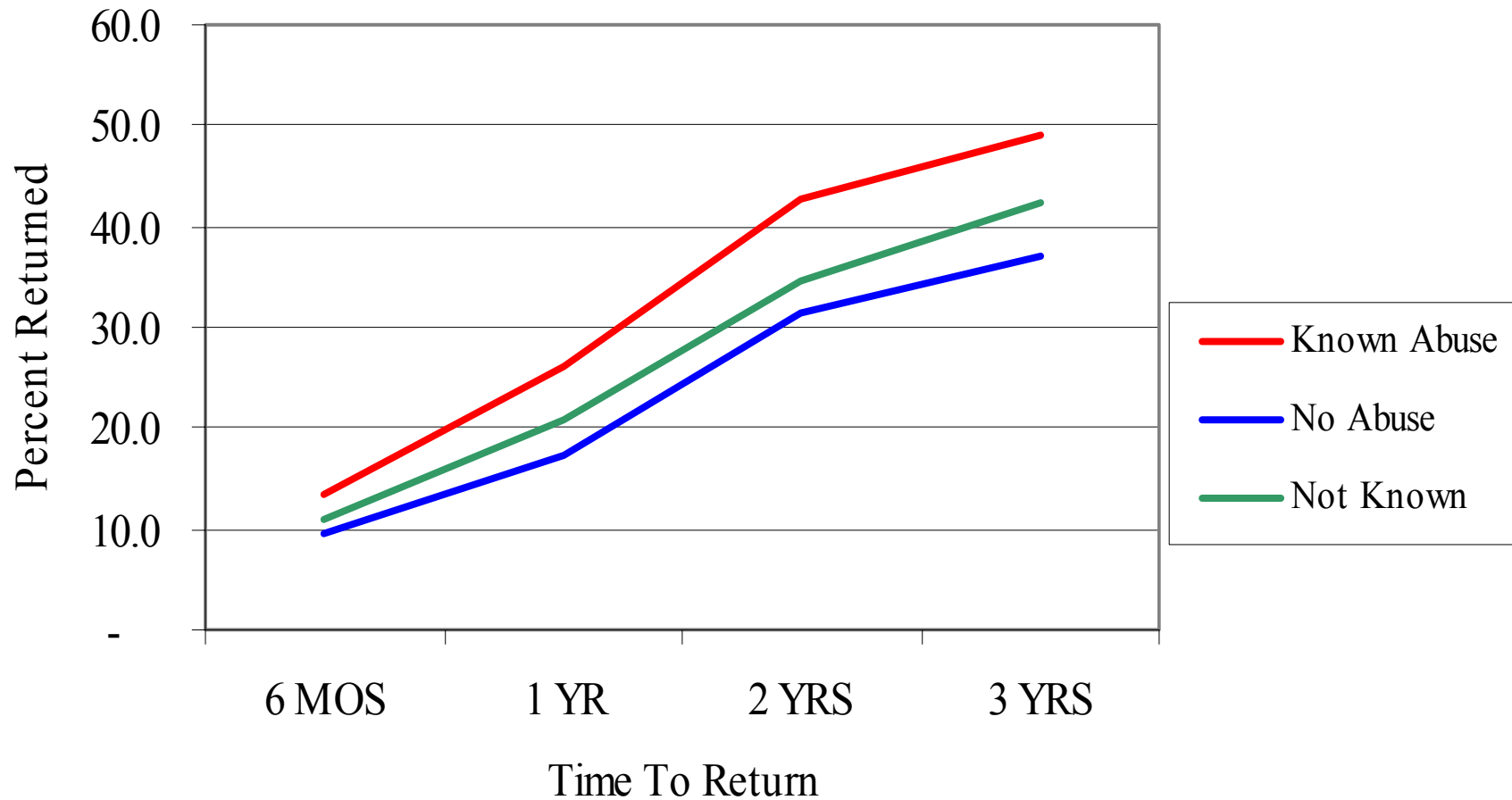
Recidivism and Substance Abuse on Release from Prison

Released from FY98 to FY02

	Released	Percent returned by			
		6 MOS	1 YR	2 YRS	3 YRS
Known Abuse	8,468	13.3	26.2	42.6	49.2
No Abuse	1,134	9.7	17.1	31.4	37.0
Not Known	8,589	10.8	20.7	34.6	42.2
TOTAL	18,193	11.9	22.9	37.1	43.6

Substance Abuse

Recidivism and Substance Abuse First Board Release, FY98-FY02



Substance Abuse

In FY2002, 40.2% of all Missouri inmate admissions were due to alcohol (8.8%) or drug offenses (31.4%).²

Nearly one third of all Missouri offenders under supervision by probation or parole have been convicted of a drug offense.³

The Department of Corrections estimates that 75% of offenders in Missouri need substance abuse services.⁴

Treatment for drug and alcohol addiction cuts drug use in half, reduces criminal activity up to 80%, increases employment, decreases homelessness, improves physical and mental health, and reduces domestic violence, child abuse, and lost worker productivity.⁵

²Missouri Department of Corrections, May 2001, Monthly Fact Sheet

³Missouri Chamber of Commerce (2001), "2001 Study of Missouri State Government Spending."

⁴Substance Abuse and Mental Health Services Administration, Center for Substance Abuse Treatment: Findings from the National Treatment Improvement Evaluation Study."

⁵U.S. Department of Justice, Bureau of Justice Assistance, (Dec. 1997). "Improving the Nation's Criminal Justice System: Findings and Results from State and Local Program Evaluations."

Substance Abuse

Focus Group Findings

- Benefits of substance abuse treatment were evident throughout findings
- Need for additional substance abuse services present in focus group data, as well as Baseline data
- Specific need cited regarding substance abuse assessment processes
- While importance of substance abuse treatment is irrefutable in the current literature base, Program Quality is a different more in-depth issue in need of address

Housing

- According to a study completed in 2001 by the Missouri Association for Social Welfare (MASW), the annual homeless population in Missouri is estimated to be 48,350. Approximately 68% of the homeless population reside in metro/suburban areas while 32% are in rural Missouri.
- 85% of the homeless have a severe mental illness, an active substance abuse problem, HIV/AIDS, or co-occurring diagnoses. Factors contributing to homelessness include undiagnosed.
- During FY02 we identified 6,650 cases that entered the Division of Adult Institutions as Board violators, or 120-day returns that were last under supervision by one of the Missouri field offices at the time of incarceration. Of this number, 69.65% had a field address at the time of incarceration. Approximately 30% did not have a known, stable address.

Housing

Focus Group Findings

- Both obtaining and maintaining housing is important
- Housing can be a means to build stability and offender success
- Additional transitional housing is needed
- Linking community housing resources at the institution prior to release is important
- Stability in other life areas (i.e. Employment), contributes to success

Transportation

Focus Group Findings

- Transportation was more of an issue in rural Missouri
- The lack of public transportation or the ability to drive is a common barrier to success
- Assistance with obtaining a driver's license may help
- Important to ensure the offender has transportation information/resources prior to release
- An offender's inability to obtain transportation to comply with the conditions of supervision can lead to violations, especially when the transportation need is not fully communicated to the supervising officer. Through the focus group process, the elimination of transportation barriers was seen as being important to an offender's success.

Information Sharing

Systemic reform to improve offender transition practices and outcomes requires partnering agencies to promote a continuum of interventions, services, and information sharing across agencies and over time. Barriers to information sharing between agencies impede integrated transition practices.

In order to conduct offender assessments, to develop, implement, and revise Transitional Accountability Plans (TAPs) and to implement effective case management, information must be shared between and across partnering agencies.

Information Sharing

Focus Group Findings

- Need for enhanced information sharing between institutional officers and community officers.
- Need for enhanced information sharing between social service agencies and line officers (institution and community).
- Increasing information shared will enhance excuseless environment on the part of the offender.
- Greatly enhance offender assessment, case planning, and monitoring of progress.
- Explore issues of program progress.

Next Steps

On April 16, 2003 Department Directors met for an update on TPCI baseline data. They agreed to establish inter-departmental Ad-Hoc teams to develop proposed changes.

Eight Ad-hoc teams develop systemic strategies to improve integrated offender transition practices.

Transition From Prison to Community Initiative (TPCI) *Ad-Hoc Teams*

- **Education**
- **Family/Social**
- **Mental Health**
- **Substance Abuse**
- **Employment/Career & Technical Education**
- **Transportation**
- **Housing**
- **Information Sharing**